

Message Text

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ORIGIN SS-10

INFO OCT-01 ISO-00 /011 R

66611
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S/S-O:MTANNER
NEA:ESWALKERJR

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R 240149Z MAY 75
FM SECSTATE WASHDC
TO AMEMBASSY TEHRAN

S E C R E T STATE 122222

EXDIS

FOLLOWING REPEAT MANAMA 560 ACTION SECSTATE
14 MAY.

QUOTE

S E C R E T MANAMA 0560

EXDIS

E.O. 11652 : GDS
TAGS : MARR, BA
SUBJECT : MIDDLE EAST FORCE NEGOTIATIONS AND TECHNICAL
ASSISTANCE

SUMMARY: FURTHER DELAY ON BEGINNING TECHNICAL ASSISTANCE
DISCUSSIONS WILL NOT PRESSURE GOB TO CONCLUDE MIDDLE EAST
FORCE PAPERWORK. IT COULD HAVE OPPOSITE EFFECT. IN ANY
EVENT TIME IS RUNNING OUT IF WE MUST COMPLETE TECHNICAL
ASSISTANCE ARRANGEMENTS NEXT MONTH. RECOMMEND WE BEGIN
DISCUSSING FORMALLY AS EARLY AS MAY 19.

1. DEPARTMENT IS AWARE I HAVE TRIED WITH FOREIGN MINISTER
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AND DEVELOPMENT MINISTER (MANAMA 0527 AND 0519) TO USE
URGENCY OF GETTING ON WITH TECHNICAL ASSISTANCE DISCUSSIONS
AS LEVER TO MOVE GOB TO WRAP UP MIDDLE EAST FORCE
NEGOTIATIONS FORMALLY. I HAVE URGED NEED TO CONCLUDE

TECHNICAL ASSISTANCE ARRANGEMENTS BY JUNE 15 IN ORDER TO USE FY 75 FUNDS FOR THOSE FIVE ADVISORS WHO WOULD ARRIVE IN SEPTEMBER, AND I HAVE IMPLIED WE WOULD HAVE DIFFICULTY EVEN OPENING TECHNICAL ASSISTANCE DISCUSSIONS PRIOR TO EXCHANGE OF DOCUMENTS ON MIDDLE EAST FORCE.

2. FROM REACTION OF MINISTERS I AM CONVINCED THAT, HOWEVER MUCH GOB MAY WANT U.S. TECHNICAL ASSISTANCE, THIS PARTICULAR LEVER JUST IS NOT BIG ENOUGH TO MOVE GOB TO EXCHANGE MIDDLE EAST FORCE DOCUMENTS UNTIL IT FEELS IT IS OTHERWISE READY TO DO SO. TO KEEP TRYING TO PROD GOB WITH THE VEILED "THREAT" OF A DEADLINE OF CONCLUDING A TECHNICAL ASSISTANCE AGREEMENT RISKS PRODUCING A RESULT OPPOSITE FROM THE ONE WE ARE SEEKING. ON THE OTHER HAND, SATISFACTORY PROGRESS ON TECHNICAL ASSISTANCE DISCUSSIONS COULD EASE THE WAY FOR GOB TO WRAP UP MIDDLE EAST FORCE PAPERWORK BY PROVIDING EVIDENCE US-BAHRAINI RELATIONSHIP IS BROAD AND FOCUSED ON CIVIL PURSUITS, HENCE SUFFICIENTLY COMPREHENSIVE TO ABSORB NAVY PRESENCE.

3. AFTER NUMEROUS FRANK DISCUSSIONS WITH AND FREQUENT PRODDING OF KEY OFFICIALS, MOST RECENTLY MAY 8 AND 12, I CAN STILL ONLY GUESS AT WHETHER GOB WILL CONCLUDE MIDDLE EAST FORCE PAPERWORK PROMPTLY, AS AMIR PROMISES, AND IF NOT, WHAT IS REALLY BOTHERING GOB. IT IS PLAUSIBLE GOB CONSIDERS PARLIAMENTARY PROBLEM AS SERIOUS AS FOREIGN MINISTER WOULD HAVE US BELIEVE AND IS EITHER WAITING TO SEE HOW SITUATION IN NATIONAL ASSEMBLY WILL DEVELOP THIS MONTH, OR EVEN WAITING FOR ASSEMBLY TO ADJOURN FOR SUMMER IN LATE JUNE. IT IS ALSO POSSIBLE THAT TO SOME EXTENT GOB IS USING ITS CONCERN ABOUT PARLIAMENTARY SITUATION AS AN EXCUSE TO JUSTIFY ITS KILLING TIME TO WATCH HOW CERTAIN EXTERNAL WINDS WILL BLOW. FOR INSTANCE:
A) WHAT WILL THE ARAB MOOD TOWARD THE U.S. BE AFTER THE JUNE EVENTS COMMENCING WITH THE FORD-SADAT SUMMIT AND CONCLUDING WITH THE ARAB SUMMIT?; B) WHAT WILL HAPPEN IN COMING WEEKS TO THE FUTURE PROSPECTS FOR U.S. BASES IN THE
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PHILIPPINES, AZORES, SPAIN AND GREECE?; C) WHEN AGAIN WILL THE SHAH DENOUNCE PRESENCE OF U.S. AND OTHER FOREIGN FORCES IN THE GULF? (AMIR IS UPSET ON THIS ONE). WHATEVER MIGHT REALLY BE WORRYING GOB, WE CAN BE ASSURED IT IS WORRIED AND HENCE INCLINED TO MOVE CAUTIOUSLY ON NAVY QUESTION. WE CAN ALSO NOT RULE OUT POSSIBILITY THAT CABINET HAS SIMPLY BEEN UNABLE TO GET AROUND TO MAKING FINAL DETERMINATION ON THIS ISSUE. WE HAVE AMPLE EVIDENCE OF INCREASING DIFFICULTY HARD PRESSED BAHRAINI MINISTERS ARE EXPERIENCING IN COMING TO GRIPS WITH ISSUES THEY CONSIDER IMPORTANT BUT NOT OF CRISIS PROPORTIONS, PARTICULARLY WHEN COMPLEX LEGAL CONSIDERATIONS (SUCH AS JURISDICTION ARRANGEMENTS) ARE INVOLVED. WITNESS THE PROPOSED OPIC AGREEMENT,

WHICH STILL LIES SOMEWHERE IN THE FORMAL CONSIDERATION
PROCESS DESPITE OUR FREQUENT REMINDERS AND GOB ASSURANCES
THAT ALL PROBLEMS OF BOTH SUBSTANCE AND LANGUAGE ARE RE-
SOLVED.

4. WHATEVER GOB MAY BE UP TO RE FORMALLY RESOLVING MIDDLE
EAST FORCE QUESTION, WE HAVE NO BASIS FOR DOUBTING ITS
STRONG ASSERTIONS THAT (A) IT IS COMPLETELY SATISFIED
WITH UNDERSTANDINGS WE HAVE REACHED IN PRINCIPLE IN MIDDLE
EAST FORCE NEGOTIATIONS; (B) IT SEEKS NOTHING MORE FROM US
IN THIS REGARD; AND (C) IT IS DETERMINED NAVY WILL STAY IN
BAHRAIN UNDER MOST FAVORABLE POSSIBLE POLITICAL CIRCUMSTANCES.
IN THE FACE OF THESE VERBAL ASSURANCES THERE IS ONLY SO
MUCH WE CAN PRUDENTLY DO TO PRESSURE GOB TO FORMALIZE A
PACKAGE OF NEGOTIATED UNDERSTANDING WHICH AFTER ALL IS
SPECIFICALLY TO GOB'S BENEFIT, NOT OURS. IN THE MEANTIME,
WE HAVE THE ESSENCE OF WHAT WE WANT. THE NAVY IS STILL
HRE, 19 MONTHS AFTER OCTOBER 1973.

5. THE AID-SPONSER TECHNICAL ADVISORS ARE NOT HERE.
JUNE 15 IS ONLY A MONTH AWAY, AND IT WILL BE FOR THE
GOB A HECTIC MONTH OF OFFICIAL VISITS AND UNFINISHED
PARLIAMENTARY BUSINESS. THERE COULD BE MANY A PRACTICAL
HITCH IN WORKING OUT THE TECNICAL ASSISTANCE ARRANGE-
MENTS. I URGE WE GET ON WITH IT AND RECOMMEND I BE
AUTHORIZED TO COMMENCE DISCUSSIONS FORMALLY WITH GOB AS
EARLY AS MAY 19.

TWINAM UNQUOTE INGERSOLL

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Message Attributes

Automatic Decaptioning: Z
Capture Date: 26 AUG 1999
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: TECHNICAL ASSISTANCE, FOREIGN ASSISTANCE PROGRAMS, MILITARY BASES, NEGOTIATIONS
Control Number: n/a
Copy: SINGLE
Draft Date: 24 MAY 1975
Decaption Date: 28 MAY 2004
Decaption Note: 25 YEAR REVIEW
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: CunninFX
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1975STATE122222
Document Source: ADS
Document Unique ID: 00
Drafter: NEA/ARP:GQLUMSDEN:CEJ
Enclosure: n/a
Executive Order: 11652 GDS S
Errors: n/a
Film Number: D750183-0268
From: STATE
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1975/newtext/t197505103/baaaaktj.tel
Line Count: 142
Locator: TEXT ON-LINE, TEXT ON MICROFILM
Office: ORIGIN SS
Original Classification: SECRET
Original Handling Restrictions: EXDIS
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 3
Previous Channel Indicators:
Previous Classification: SECRET
Previous Handling Restrictions: EXDIS
Reference: n/a
Review Action: RELEASED, APPROVED
Review Authority: CunninFX
Review Comment: n/a
Review Content Flags:
Review Date: 04 AUG 2003
Review Event:
Review Exemptions: n/a
Review History: RELEASED <04 AUG 2003 by CunninFX>; APPROVED <21 NOV 2003 by CunninFX>
Review Markings:

Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
05 JUL 2006

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: NATIVE
Subject: n/a
TAGS: MARR, BA
To: TEHRAN
Type: TE
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 05 JUL 2006